

DOCUMENT RESUME

ED 347 692

EA 024 144

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TITLE Establishing Interorganizational Structures That Facilitate Successful School Partnerships.
PUB DATE Apr 92
NOTE 28p.; Paper presented at the Annual Meeting of the American Educational Research Association (San Francisco, CA, April 20-24, 1992).
PUB TYPE Speeches/Conference Papers (150) -- Viewpoints (Opinion/Position Papers, Essays, etc.) (120)
EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Agency Cooperation; Cooperative Planning; *Coordination; *Educational Cooperation; Elementary Secondary Education; Institutional Cooperation; Interprofessional Relationship; *Organizational Climate; Shared Resources and Services
IDENTIFIERS *Partnerships in Education

ABSTRACT

An organizational framework for establishing effective partnerships between school systems, social service providers, universities, and/or the private sector is presented in this paper. The different types of interorganizational structures, described along a continuum of increasing interdependence, include cooperative, coordinative, or collaborative arrangements. The different interorganizational conditions and interpersonal relationships of each arrangement are described in terms of the following features: interagency objectives, operating policies, interagency structure, personnel roles, resource allocation procedures, power and influence, and interagency relationships. Partnerships within schools are more likely to work under conditions that include the following: adequate resources and expertise; mutual responsibility of partners; the development of structures for planning and development; an organizational structure congruent to outcome; an equal focus on program development and the maintenance of positive partnership relationships; and periodic assessments and midcourse evaluations. Nine charts are included. (LMI)

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ED347692

ESTABLISHING INTERORGANIZATIONAL STRUCTURES
THAT FACILITATE
SUCCESSFUL SCHOOL PARTNERSHIPS

by

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Annual Meeting of the American Educational Research Association
San Francisco, April 1992

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FACILITATE SUCCESSFUL SCHOOL PARTNERSHIPS

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ABSTRACT

The intent of this paper is [1] to present an organizational framework within which effective partnerships between school systems, social service providers, universities and/or representatives of the private sector can be established; and [2] to demonstrate how the framework can be used to diagnose the effectiveness of such partnerships and to make mid-course corrections where appropriate.

Efforts to establish partnerships by or with the schools can be characterized as cooperative, coordinative or collaborative interorganizational arrangements. Each of these interagency types represents an increasing amount of interdependence on the part of participating organizations. Planners make decisions about which type of partnership arrangement they wish to accomplish.

The interorganizational conditions and interpersonal relationships that characterize each type of interorganizational arrangement are distinctly different. They are described in this paper in terms of the following features of organizations: [1] interagency objective; [2] operating policies; [3] interagency structure; [4] personnel roles; [5] resource allocation procedures; [6] power and influence; and [7] interagency relationships. This paper describes the differences between these seven features of partnership efforts under conditions of cooperation, coordination and collaboration.

This research suggests that partnerships with schools are more likely to work when:

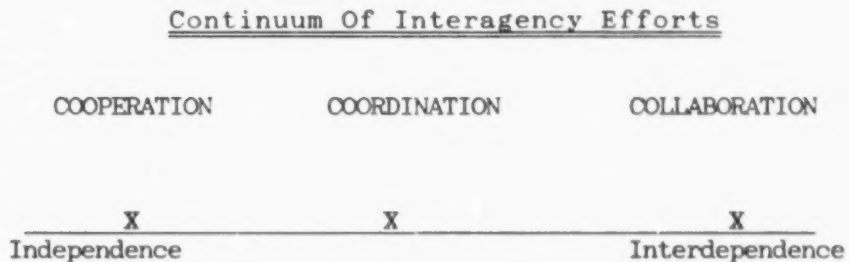
- o single agency/partner resources and/or expertise are, or are perceived to be, adequate to address the complex needs of a client or program;
- o partners assume mutual responsibility for developing and improving intended programs and services;
- o partners transform their collective activities from initial interpersonal relationships to the development of facilitative organizational structures within which partnership planning and development can occur;
- o the type of interorganizational structure established is suitable to the proposed collective outcome;
- o organizations devote time and energy to both program development issues and to establishing and maintaining positive relationships among partners;
and
- o periodic assessments of the effectiveness of partnership arrangements are conducted and mid-course corrections are undertaken.

ESTABLISHING INTERORGANIZATIONAL STRUCTURES THAT FACILITATE SUCCESSFUL SCHOOL PARTNERSHIPS

DEGREES OF INTERDEPENDENCE IN INTERAGENCY EFFORTS

There are several configurations for interagency efforts that may be used to successfully accomplish interagency initiatives. Selection of an appropriate interagency arrangement is dependent upon the degree of agency interdependence required to accomplish a specific collective goal. These interagency efforts, which are classified as cooperation, coordination and collaboration, vary in terms of seven critical interagency conditions. The seven concepts constitute the key variables in the analytical framework and represent those organizational conditions and interagency relationships that discriminate between effective and less successful interagency initiatives.

Interagency efforts can be characterized as cooperative, coordinative or collaborative. Each of these interagency types represents an increasing amount of interdependence on the part of single agency participants. These are depicted in the continuum below:



In some interagency arrangements, agencies remain autonomous, agreeing to work together only to accomplish a short-term, very focused goal such as sponsoring a joint conference. In effect, these agencies conduct all their business as usual except for some collective activities around the conference; when the conference is over the interagency effort is finished. We call this kind of interagency effort **COOPERATION**.

Sometimes agencies are confronted with the need to work together on longer-term initiatives than a joint conference. In such instances, involved agencies must officially determine [1] how they will relate to each other; [2] how activities associated with the interagency effort will be accomplished, and [3] what procedures will be used to resolve disagreements between and among agencies and [4] what procedures are necessary to establish common understandings about program operations and outcomes.

For example, representatives of State agencies may sit on an interagency council which has responsibility for determining residential placements for individuals with handicapping conditions. Resources from participating agencies will be contributed systematically to the initiative and agencies expect that their responsibilities for determining residential placements will continue for a long period of time. When agencies are involved in these ways with each other, we call that kind of interagency effort **COORDINATION**.

While the issues associated with determining residential placements require some interdependence among involved agencies, the purpose of this working together is really rather focused. The interest is in using a collective effort to accomplish a particular responsibility of the involved single agencies. These agencies continue to accomplish the majority of their work independently for these clients, but agree to relinquish some agency autonomy in the interests of accomplishing the interagency objective of determining residential placements. There are instances, however, where the issues that agencies must address collectively are much more complex and require extensive agency interdependence to accomplish.

Partnerships with schools designed to restructure service delivery systems are examples of such initiatives. They present unique challenges to involved partners that create a need to alter their operational routines in order to facilitate the development of redesigned or altered service delivery systems. Agencies will need to conduct their business differently --that is, to change the philosophical orientations that drive their services, to add additional atypical services to their current offerings and to work together closely to organize and implement new service delivery systems and strategies. It is within this climate of change that agencies must determine how they will work together to create successful school partnerships.

The kind of interagency arrangement that would allow agencies to address these complexities inherent in such partnerships is different from the residential placement effort. Agencies would need to relinquish some of their autonomy in terms of meeting client needs and agree that their involvement is best accomplished collectively. Everybody's energies, skills and resources are needed to fulfill the collective enterprise; a combined effort is likely to be much more successful than any single agency's efforts. We call this kind of interagency effort **COLLABORATION**.

By and large, service agencies are designed and organized to accomplish their objectives independently. Interagency efforts require more initial time and planning to accomplish, as agencies establish those organizational conditions and interpersonal relationships that will support and enable the interagency effort to be successful. Collaboration requires a much more intensive effort by agencies than does cooperation or coordination. Therefore, it is important to establish the type of interagency arrangement that is most suitable to accomplish a particular initiative.

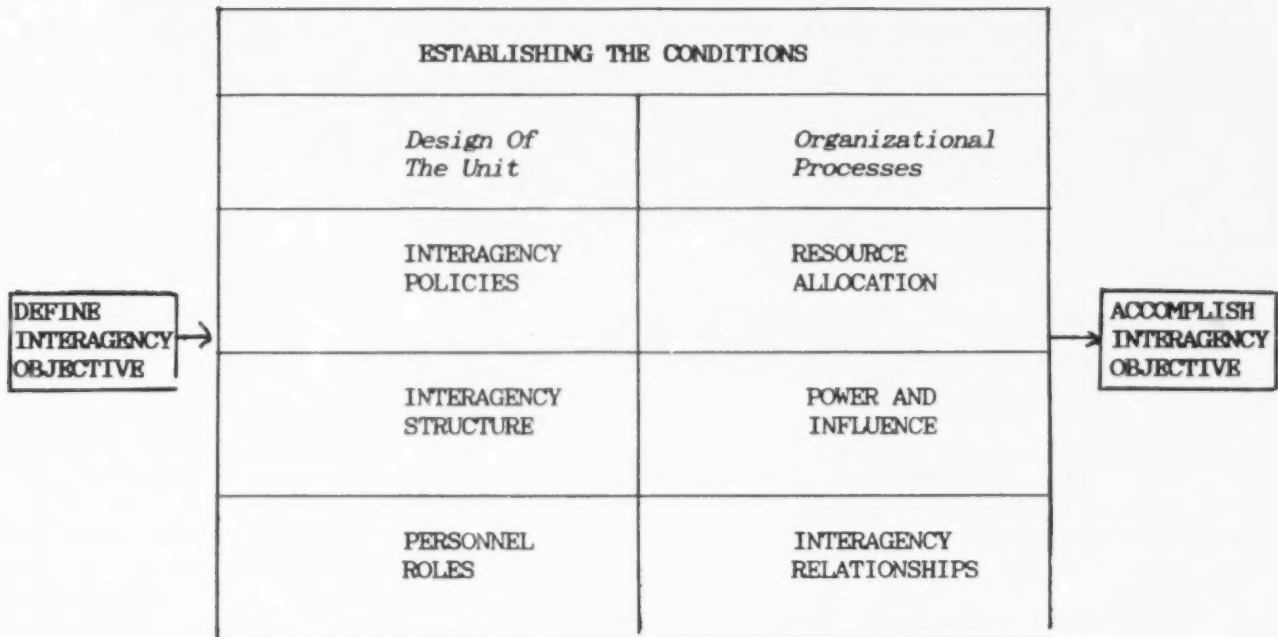
In effect, agencies are likely to accomplish initiatives together [1] when they involve activities or clients that are the responsibility of several agencies; [2] when single agency resources or expertise are inadequate to address the needs of a client or program; and/or [3] when formal policies and/or external mandates require that activities or services be "coordinated." The options available to agencies which have made a decision to accomplish some initiative collectively are numerous. Interagency efforts can be configured along the entire continuum portrayed above. Cooperation, coordination and collaboration are each viable strategies for designing interagency arrangements. Decisions to use a particular approach are primarily dependent upon the nature of the objective that is to be accomplished.

INTERORGANIZATIONAL PROPERTIES

The seven concepts in the interorganizational framework constitute the conditions needed to enable successful accomplishment of an interagency objective. These concepts are viewed as those dimensions of the interagency planning process that enable us to discriminate between effective and dysfunctional interagency efforts. The desired characteristics of each concept differ depending upon the degree of agency interdependence needed to accomplish a particular interagency objective. For example, interagency policies that support cooperative interagency efforts have different distinguishing characteristics than those policies that work in either coordinative or collaborative enterprises.

In effect, the concepts in the analytical framework constitute a set of conditions that must be addressed deliberately by planners in order to establish supportive interagency arrangements. They include: [1] Interagency Objective; [2] Interagency Policies; [3] Interagency Structure; [4] Personnel Roles; [5] Resource Allocation; [6] Power And Influence; and [7] Interagency Relationships. These elements represent aspects of the design of an interagency unit and organizational processes that guide effective interagency unit operations. For better or worse, they are present in all efforts to establish interagency approaches to service delivery, and allow us to differentiate between cooperation, coordination and collaboration --the three types of interagency efforts described above. Relationships between the seven concepts in the framework are depicted in the chart below:

MODEL OF THE ANALYTICAL FRAMEWORK



CONCEPT: Interagency Objective

The concept which drives the analytical framework is the Interagency Objective. Different interagency objectives require varying degrees of interdependence between and among participating agencies, depending on how complex the objectives are, the amount of time needed to accomplish them and the roles played by participating agencies in accomplishing the objective. Thus, we can characterize a proposed interagency objective as cooperative, coordinative or collaborative. When an interagency objective is characterized as collaborative, for example, planners must establish a set of collaborative conditions that enable the successful accomplishment of that objective. These conditions are the remaining six concepts in the analytical framework. In effect, the nature of the proposed interagency objective determines the degree of interdependence needed in each of the remaining six elements in the analytical framework.

The primary factor to consider in deciding whether to use a cooperative, coordinative or collaborative interagency effort is the nature of the objective that agencies wish to accomplish together. Each of the three interagency types is used to accomplish different kinds of interagency objectives. In effect, interagency objectives should be analyzed in terms of [1] the length of time that agencies will need to work together to accomplish a goal; [2] the complexity of the goal and the issues which it is intended to address; and [3] the extent to which the goal can be effectively addressed by a single agency rather than the interagency unit. Characteristics for objectives that are suitable for each interagency type are portrayed in the chart below. They are characterized according to the three features of an interagency objective: time, complexity, single agency capacity and motivation to participate.

Characteristics of Interagency Objectives

CHARACTERISTICS	COOPERATION	COORDINATION	COLLABORATION
Time	Short-term	Intermediate or long-term	Long-term
Complexity	Single task Routine and focussed	Single task Complex	Multiple tasks Complex
Single Agency Role	Task can be done alone or together with other agencies	Task needs to be accomplished with other agencies	Task needs to be accomplished with other agencies

Objectives that agencies accomplish together may be short or long-term; the longer the need to operate interdependently in addressing a problem, the more likely agencies will need to pursue either a coordinative or collaborative interagency arrangement --that is, to function interdependently rather than autonomously in addressing the issue. In addition, as mentioned above, the more complex the issues are, the more likely the need for sustained and interactive interagency arrangements [that is, collaborative interagency efforts]. For example, the joint conference referred to earlier can be accomplished successfully with a cooperative interagency arrangement, but the residential placement responsibility could not be fulfilled successfully using cooperation.

CONCEPT: Interagency Policies

Once an interagency objective is defined, planners must address issues related to designing the interagency unit. There are three concepts that discriminate between effective and ineffective designs of interagency arrangements: Interagency Policies; Interagency Structure and Personnel Roles. Agencies participating in an interagency enterprise establish operating policies that delineate how the interagency unit will conduct its business. The absence of such policies usually impedes the ability of the interagency unit to accomplish its work efficiently and effectively.

A number of different interagency policies for an interagency unit need to be formulated. These policies relate to management of the interagency unit and to delineating procedures that define the collective decision-making process within the interagency unit. Policies that an interagency unit formulates to support the interagency initiative vary, depending upon whether the interagency unit is cooperative, coordinative or collaborative. The types of policies required for each type of interagency effort are delineated in the chart below.

In effect, cooperative interagency efforts do not disrupt or interfere with standard operating procedures in the participating organizations. Moreover, these activities are accomplished on a one-time-only basis. Therefore, there is no need for agencies to create any interagency policy to guide the effort. In planning a conference, agencies will basically follow their regular procedures for running conferences, although decisions about the content or speakers or location may be made with their partners in the interagency activity.

Coordinative interagency arrangements require a moderate departure from standard operating procedures by participating agencies. To accomplish the collective objective, agencies must make a formal commitment to the interagency effort. This often entails changes in the ways that single agencies provide services or programs that accommodate the special needs of the population targeted for assistance through the interagency effort. As a result, there is a need to develop interagency policies that will provide guidance to the interagency unit on how it will make decisions about how to coordinate services or programs. Agency personnel who serve on the interagency committee must hold positions in their home organizations with sufficient authority to enable them to engage in the policy-making process.

On the other hand, collaboration always requires some modification in agency operating procedures, as well as the creation of new interagency policies that define the ways in which the collaborative interagency unit will operate. Thus, interagency policies need to be delineated that serve as guides to interagency decision-making and that define boundaries between the interagency unit and participating single agencies. Such interagency policies are used to provide direction for both planning and implementing interagency objectives that are to be accomplished collaboratively.

Characteristics of Interagency Policies

CHARACTERISTICS	COOPERATION	COORDINATION	COLLABORATION
Management Policies	Not needed; single agency standard operating procedures are used.	Management policies are defined in ways that are compatible with single agencies' policies.	Management policies are defined, for the most part, in ways that are compatible with single agencies' policies. Some changes in single agencies' operating procedures are made in order to implement inter-agency policies.
Decision-Making Policies	Not needed	Policies that delineate procedures for making decisions within the interagency unit are developed.	Policies that delineate procedures for making decisions within the interagency unit are developed Policies that define boundaries between the interagency unit and single agencies are defined.

In effect, the interagency unit responsible for the school partnership will need to formulate and enact policies that enable and facilitate the interagency unit's capacity to foster collaboration among partners. Interagency policies are needed to guide operations in the interorganizational unit and to guide decision making processes as programs are developed and participant resource contributions are determined.

CONCEPT: Interagency Structure

Interagency planning and actions require the creation of administrative structures to oversee and maintain the interagency effort. Decisions about the appropriate administrative set-up for an interagency unit are influenced, in part, by the kind of interagency objective, resource availability and the capacity of individual agencies to demonstrate risk-taking behavior. Planners need to design an interagency structure within which the interagency work gets accomplished. Typically, an interagency committee is used for this purpose, sometimes accompanied by creation of a new administrative unit which functions as the operational arm of the interagency effort. Participating agencies decide the extent to which they wish to formalize the interagency structure and whether to grant it policy authority.

In order to design the appropriate administrative structure for an interagency effort, agencies will need to address the following issues:

- o What agencies, or units within agencies, need to be represented in the interagency unit as it develops policies and programs for the school partnership?
- o Can the interagency objective be accomplished successfully using an existing unit for administration? What modifications would be necessary in that unit's operations to accommodate the interagency effort?
- o Should a new interagency unit be configured to facilitate successful accomplishment of the interagency objective?
- o What kind of administrative structure is necessary to enable the interagency effort to implement interagency policies effectively?

Characteristics of Interagency Structures are depicted in the chart below:

Characteristics of Interagency Structure

CHARACTERISTICS	COOPERATION	COORDINATION	COLLABORATION
Complexity	No interagency structure needed	Interagency structure needed	More complex interagency structure needed
Degree of Formalization	Minor agency initiative Single function assigned to agency personnel	Major agency initiative Function[s] assigned to inter-agency unit	Major agency initiative Function[s] assigned to inter-agency unit
Policy Authority	Agency autonomy not affected No interagency policy decisions required	Agencies maintain autonomy, while agreeing to the collective action Interagency unit recommends policies	Agencies relinquish some autonomy to the interagency unit Interagency unit makes policies
Staffing	No interagency staffing Implementation accomplished by single agencies	Staffing of interagency unit helpful but not required Implementation accomplished by single agencies within framework of interagency effort	Staffing of interagency unit required Implementation accomplished by interagency unit on behalf of single agencies

Different interagency administrative structures are suitable for cooperative, coordinative and collaborative interagency efforts. In cooperative arrangements, administrative units do not need to be established. Typically, these interagency objectives are not complex enough, nor do they last long enough, to justify devotion of time and energy to creation of an administrative unit. Rather, administrative

responsibility for cooperative interagency initiatives is usually assigned to staff within each of the involved agencies. The cooperative effort is a relatively minor piece of the cooperating agencies' "regular" business and assigned staff usually accomplish the interagency activity in addition to their other responsibilities. In our example, the joint conference itself is a clearly definable objective; the need for interagency action is complete when the conference is over and the administrative actions which follow have been taken.

Successful coordinative interagency efforts require the development of more formal administrative structures. These structures often take the form of a specially appointed interagency committee whose members represent the needs and interests of their home agencies as they develop and monitor the interagency effort. In effect, single agencies actually run the programs, while the committee coordinates single agency activities. Agencies retain the "right" to accept the recommendations of the coordinating council on a case-by-case basis. Staff are not ordinarily assigned directly to the coordinative objective. As is the case with cooperation, staff associated with the interagency initiative are employees of the involved organizations and are primarily responsible to their home agencies for activities related to the interagency effort.

Accomplishment of collaborative interagency objectives is dependent on the development of an appropriate administrative structure that can support and facilitate the interagency initiative. This interagency structure may take the form of a new unit established expressly to support the collaborative interagency effort, and/or an interagency council with representation from all involved agencies.

As the interagency unit demonstrates its ability to operate in responsible ways, individual agencies will allow it more latitude to influence the individual agencies' dealings with the targeted population. Staff are assigned directly to the new unit and the collaborative effort becomes their primary responsibility. Accountability for operations rests primarily with the collaborative unit rather than with the individual agencies. In effect, the interagency unit is given authority by involved single agencies to make decisions about the planning and operation of the collaborative enterprise.

CONCEPT: Personnel Roles

Successful interagency efforts are largely dependent upon the roles that involved individuals play in both the planning and implementation of the collective enterprise. Individuals involved in an interagency effort have a number of responsibilities that they must meet in the roles that they are assigned. These personnel may find themselves in the position of having to reconcile the expectations of their home agency roles with the expectations of the interagency enterprise. Thus, interagency planners must define roles and responsibilities for accomplishing their work in ways that are acceptable to the involved agencies.

Characteristics of Personnel Roles in interagency efforts are portrayed in the chart below:

Characteristics of Personnel Roles

CHARACTERISTICS	COOPERATION	COORDINATION	COLLABORATION
Actors	No interagency council members No interagency staff needed	Interagency council members Interagency staff helpful	Interagency council members Interagency staff are required
Primary Functions	No interagency council No interagency staff Interagency task accomplished by single agency personnel	Council members represent home agency interests only Interagency staff represent inter-agency unit Interagency coordination accomplished by interagency unit	Council members represent both home agency and interagency unit interests Interagency staff represent inter-agency unit Interagency tasks and collaboration accomplished by interagency unit
Loyalty	No interagency council No interagency staff	Council members demonstrate loyalty to home agencies Interagency staff demonstrate loyalty to the interagency unit	Council members demonstrate loyalty to both home agencies and the interagency unit Interagency staff demonstrate loyalty to the interagency unit

Cooperative interagency efforts are carried out by personnel whose primary function is to represent their individual agencies' interests. They are assigned responsibilities for accomplishing the interagency task on a short-term basis. Their supervisors usually consider that their involvement in the interagency effort is a part of their regular responsibilities. Because the interagency effort is a very minor part of the "business" of the involved agencies, persons carrying out the interagency responsibilities are not confronted with situations in which they must reconcile key single agency concerns with interagency needs.

Individuals involved in an interagency effort maintain a balance between having commitment to the interagency effort and demonstrating loyalty to their home agencies. In cooperative interagency arrangements, no loyalty to the interagency effort is required. Rather, participant loyalty is to the individual agencies. Moreover, because the collective objective is confined to a narrowly defined activity, conflicts about legitimate single agency prerogatives and appropriate interagency responsibilities rarely surface.

The roles of personnel assigned to coordinating units are more complex than they are in cooperative interagency efforts. Coordinative interagency arrangements are structured so that interagency activities are accomplished by involved single agencies and responsibility for coordination of individual agency activity is assigned to an Interagency Council. Individuals within involved agencies who are assigned responsibility for implementing the interagency initiative already hold responsible positions in their agencies. While they may be relieved of some of their existing responsibilities, more often than not they find the addition of interagency work to their current work-loads a burden for which they need additional supports from their home agencies. At the least, single agencies need to convey to these personnel that time and energies devoted to interagency work is valued by the agency and will be suitably rewarded when personnel are reviewed and next year's salaries determined. In addition, agencies must allow these individuals considerable latitude and flexibility as they make recommendations about needed modifications in existing agency procedures to accommodate the interagency initiative.

Key personnel from each involved agency are appointed to the interagency council as representatives of their agencies' positions, needs and concerns. When serving in this capacity, these agency representatives must have the authority to speak for their home units and to commit resources to the interagency effort on behalf of their own agencies. Thus, it is critical that agencies appoint persons to the coordinating council who are high-level managers in the involved units, or who "have the ear" of their chief executive officers. Appointment of persons to the coordinating council who have less responsible roles serves to seriously delay the work of the interagency unit.

Interagency policy issues are decided by personnel whose primary function is to represent their individual agencies' interests in the coordinative arrangement. At the same time, these individuals often become invested in seeing that the interagency objective is accomplished successfully. Therefore, they find themselves in the position

of also having to represent the concerns of the interagency effort to their home organizations. Often, these two roles are not completely compatible. It is not unusual to find single agency representatives on an interagency council, who have a professional commitment to the targeted client group, becoming advocates of the interagency activity and seeking additional contributions from their home agencies for the coordinated activity at the same time as their agencies expect them to monitor, and perhaps contain agency involvement in the interagency enterprise.

Coordinated interagency efforts require some loyalty of the participating agencies to the interagency effort; however, primary loyalty, as was the case with cooperation, rests with the individual agencies. Participating units become involved in the coordinative interagency arrangement and agree to the need to have their personnel work in tandem, because accomplishment of the interagency objective results in improved individual agency performance.

The roles of staff in collaborative interagency efforts differ in some aspects from the roles played by individuals in cooperative or coordinative interorganizational arrangements. Collaborative efforts are carried out by personnel who are responsible to their individual agencies as well as for the interagency effort. Those who work in the collaborative unit tend to become a close-knit work group willing to share necessary information among themselves.

Collaborative units must have sufficient staff to accomplish their objectives. They also require as directors persons who are comfortable with exercising leadership in a highly political, ambiguous environment where the need to provide vision to the collaborative enterprise is as important as the ability to administer daily operations. Personnel assigned to work for the collaborative enterprise obtain their power to act and make decisions from the collaborative itself through the policy board as well as from the individual agencies.

In addition to staff, collaborative units have policy boards that are primarily composed of representatives of participating single agencies. These individuals have a responsibility to oversee the interagency initiative in order to ensure that interagency activities are successful. At the same time, they are employees of their home organizations and are expected to protect their own organizations' interests. In successful collaborative initiatives, policy board members become advocates of interagency objectives in their home organizations and actively inform and involve other appropriate persons and units in the accomplishment of the collaborative's activities. The more informed and involved single member agencies are, the more likely that the collaborative unit will receive the single agency support needed to implement its interagency objectives successfully.

Unlike cooperation and coordination, loyalty is given to both the interagency effort and to the individual agencies. Such loyalty is possible because collaborative interagency arrangements are based upon, and require the building and maintenance of trust relationships among agency participants and between the new collaborative unit and each member agency. Involved agencies view their participation in the interagency enterprise as being of direct benefit to their own operations; that is, the best interests of the interagency effort are compatible with single agency interests.

It is as important to establish supportive interorganizational processes as it is to design interagency policies, structures and personnel roles that are compatible with accomplishment of the interagency objective. These processes delineate how participating agencies relate to each other, and therefore whether or not they will be able to accomplish the interagency objective collectively. The three concepts in the analytical framework which relate to establishing appropriate organizational processes that guide interorganizational unit operations are Resource Allocation, Power And Influence and Interagency Relationships.

CONCEPT: Resource Allocation

The nature and source of the resources provided to support the interagency effort is another feature that discriminates among the three kinds of interagency arrangements. Sufficient resources need to be assigned to the interagency effort to enable successful accomplishment of the objective. Most likely, resources will be obtained from single agency budgets, special State and local allocations and, where appropriate, from federal appropriations. Acceptable agency resource contributions to interagency efforts include personnel, programs, facilities and monies. While agencies identify sources of funds needed to support the interagency effort, they also determine how these resources will be allocated. Agencies agree upon and define procedures that the interagency unit will follow as it receives and distributes resources intended to support implementation of the interagency objective. Characteristics of Resource Allocation procedures in interagency efforts are depicted in the chart below.

Garnering resources for interagency efforts is one of the challenges confronting the service community. Agency budgets are currently strained, and new initiatives typically require additional staff as well as retraining of existing staff. Cooperative interagency arrangements are supported with discretionary funds that remain within the control of the individual agencies engaged in the collective action. For example, participating organizations contribute resources to the joint conference on an as-needed basis. Negotiations are held on the relative amounts that each agency will provide to the interagency enterprise. A budget is developed on a one-time-only basis. Additional funds are allocated only to the extent that individual agencies are willing to do so when requested.

Characteristics of Resource Allocation

CHARACTERISTICS	COOPERATION	COORDINATION	COLLABORATION
Frequency	Provided on a one-time-only basis No pooling of resources	Provided annually; commitment renewed each year Minimal pooling of resources	Provided for extended periods of time Interagency resource pool established
Sources of Funds	Single agency discretionary dollars No additional dollars needed No external funding sought	Single agency annual budgets Additional agency resources provided for implementation External funding sometimes sought	Single agency annual budgets Additional agency resources provided for implementation External funding necessary
Control of Spending	Rests with single agencies	Rests with single agencies	Rests with the interagency unit

Because coordination usually requires a larger resource commitment than cooperative interagency efforts, single agencies need to dedicate funds from their separate agency budgets to the interorganizational initiative. The amount and use of these resources remain within the control of the individual agencies. Participating agencies typically [1] provide resources to support those aspects of the interagency effort for which they are individually responsible and [2] usually bear some of the costs relative to maintaining coordination. Agency personnel working on the coordinated activity are ordinarily empowered to support those decisions made within the framework of the interagency enterprise as long as they do not exceed existing budgetary and policy limitations. The amount of resources that each agency contributes to the coordinative interagency effort is reassessed annually, primarily on the basis of single agency needs and concerns.

The more interdependently agencies will need to act to accomplish a particular interagency objective, the more likely that resources made available from a variety of sources for the enterprise will need to be pooled and administered as a single fund. Collaborative interagency relationships are supported with pooled resources which are largely within the control of the interagency unit. Participating organizations are expected to provide resources to the interagency unit in order to support the interagency initiative using a formula that is agreed upon by all involved parties. In effect, agencies make contributions to the collaborative unit in exchange for ongoing participation in its activities. Sometimes, collaborative interagency units seek out additional resources by applying for grants or by generating other sources of income.

CONCEPT: Power And Influence

The use of power and influence by agencies involved in an interagency effort, both singly and collectively, is a critical factor in achieving successful collective action. Effective interagency efforts are determined in part by a willingness of participating agencies to share. Whether they share new programs and resources or reconstruct existing efforts to make them more integrated, agencies are always involved in activities that relate to establishing legitimate boundaries for the interagency activity.

As interagency arrangements are developed, and then maintained, it is inevitable that differing understandings and needs will arise between and among involved agencies. These issues reflect one of the most important challenges to the development of successful interagency initiatives. As a part of their modus operandi, single agencies engage in a variety of activities designed to protect agency enterprises from being "seized" by other units or service providers. Agencies stake out their territories; any perceived intrusion into their professional and organizational domains results in the agencies' aggressively defending their boundaries.

A second outcome of such perceived intrusions is that agencies will view "with alarm" interagency initiatives that are imposed upon them from external sources. State and local agency participation in planning and actions that enable local jurisdictions to develop the proposed new school initiatives. Establishing a degree of comfort around turf issues inherent in the school partnership interagency enterprise will occupy the time and energies of both State and local planners.

It is essential that agencies which are establishing an interagency effort make decisions from the start as to what will remain the prerogatives of individual agencies and what may be legitimately addressed through collective action. As the interagency enterprise develops, additional "turf" issues will inevitably arise. The presence of such issues can interfere with successful accomplishment of the interagency objective. Therefore, involved agencies must establish procedures for resolving disagreements about territorial issues before they arise. Different strategies for reaching agreement will work depending on the kind of interagency effort in which agencies are engaged --that is, whether it is cooperative, coordinative or collaborative.

In addition, acceptable procedures for using power and for resolving agency disagreements will need to be established if trust is to develop among participants. Coercive agency attempts to influence the interagency initiative will impede progress of an interagency unit, unless agreed upon procedures have been established to deal with these influence attempts. Successful interagency collaboration is dependent upon the unit's capacity to confront and to defuse dysfunctional power attempts by member organizations. Inappropriate use of power represents a lack of trust among involved parties. Although the tendency is to avoid such "unpleasant behavior," interagency units must develop procedures that will allow them to identify the reasons for such power attempts and to address them in ways that are satisfactory to involved parties. Characteristics of issues related to the use of power and influence in interagency efforts are portrayed in the chart below:

Power and Influence

CHARACTERISTICS	COOPERATION	COORDINATION	COLLABORATION
Locus of Control	Single agencies Boundary negotiations not needed	Single agencies Negotiations about interagency boundaries between the agencies	Interagency Unit Extensive negotiations about interagency boundaries within interagency unit and between the agencies
Use of Power	Turf issues not applicable; agreement is not an issue	Disagreements are resolved within the unit using majority rule voting processes	Disagreements are resolved within the unit using consensus building processes

Cooperative interagency efforts work well without the development of procedures for confronting dysfunctional power attempts and for establishing agreement about "turf" issues among participating agencies. The collective task is highly focused and only limited segments of single agencies are involved. Because so few people and units are involved, and because the objective is not intrusive, conference planning can be successfully completed without addressing power and turf issues and without establishing conflict resolution procedures.

Disagreements about areas of responsibility do arise in coordinative interagency efforts; therefore, procedures to establish agreement about territorial issues need to be developed. Successful coordinative arrangements use "majority rule" voting processes to resolve these kinds of conflicts; individual agency concerns are discussed and, to the extent possible, addressed satisfactorily by the interagency unit. In the coordinative effort to make residential placements for individuals with handicaps, if two agencies are able to reimburse for a particular client, then it is likely that participating agencies will attempt to assign responsibility for reimbursement to their partner agencies. Procedures need to be established to obtain agreement about how to resolve conflicts about this kind of problem.

Representatives of participating agencies in a coordinative interagency activity must engage in extensive information-sharing with regard to the specific objective that is sought; that is, each agency must make certain that its efforts do not interfere with those of other participating agencies. Also, each agency must be supportive of activities of other agencies that are not intended to interfere with interagency progress but rather to fulfill their individual responsibilities. Information-sharing about these issues begins with the members of the interagency committee who must also facilitate the development of effective decision-making processes in the coordinative effort.

For example, the overall objective of providing residential placements for persons with handicaps is not simple. Each of the participating agencies is already working with these clients independently. They will need to share considerable information about what they wish to continue to do independently and about what they will pursue in the coordinative interagency arrangement. Agencies will need to decide which collective activities will be pursued using a majority rule voting process. When these agreements are reached, activities designed to coordinate residential placements can be undertaken.

In order for collaboration to work, the interagency unit must engage in a series of planning activities designed to ensure that the individual agencies receive an equitable share of the benefits and resources. That is, agencies must believe that they are receiving a fair share of the benefits in exchange for their investment in the collaborative effort. There are two key factors in the development of such trust. First, they must create interagency procedures for establishing agreement about the boundaries within which the collective enterprise will be undertaken. These procedures will also be used as the collaborative unit considers possible expansion of initial plans and activities in the interest of expanding services for the targeted client population. Second, power attempts which appear to be coercive or disruptive must be confronted so that the concerns that promoted agency use of power in unacceptable ways can be identified and addressed. Use of power in this way is usually a "symptom" of an underlying problem. By confronting power issues in this way, trust is rebuilt and positive interagency relationships are sustained.

Unlike coordination where "majority rule" voting processes will suffice, collaborative interagency efforts require procedures that resolve disagreements about territorial issues through consensus-building. Interagency unit members must agree about these critical issues. Collaboration cannot occur unless turf issues are directly addressed; all involved parties agree on what will be the responsibility of the interagency initiative and what will remain the prerogative of the single involved agencies. These decisions must be systematically revisited as interagency planners move towards implementation of their collaborative objective, and procedural modifications made where appropriate.

CONCEPT: Interagency Relationships

The ways in which agencies relate to each other can either facilitate or destroy an interagency effort. Thus, it is important that interagency planners do not just let these relationships evolve. Rather, procedures need to be established to enhance the probability that interagency relationships will be positive. These processes include: developing and maintaining trust between participating agencies; establishing procedures for investing in the interagency effort that are considered "fair"; developing acceptable procedures for making interagency decisions; and creating facilitative processes for sharing information about the interagency effort. Agencies involved in the interagency effort expect that they will derive some benefits from their participation; that in fact, the costs to them of involvement do not exceed the potential benefits from participation. For example, as planners for the school partnership engage in the collaborative enterprise, they will need to address the extent to which agencies are willing to incur short-term costs in the interests of making a major social improvement --fostering the development of restructured schools.

In addition, relationships between involved parties must be based on trust. Deciding at the start about what are acceptable exchange processes between the single agencies and the interagency unit and about what each wishes to obtain from involvement in the interagency enterprise are key factors in building trust in the interagency unit. Making these decisions will greatly enhance the capacity of an interagency unit to accomplish its objectives successfully. Once these procedures have been created, the interagency unit will need to re-examine them periodically to ascertain whether modifications are necessary as the unit moves from planning to implementation.

Positive relationships between participants in interagency efforts are also dependent on the ways in which decisions related to accomplishing the interagency effort and to defining single agency involvement in that effort are made. By and large, when agencies work together they need to have an equitable role in the decision-making processes. The bases upon which interagency decisions are made vary depending on whether the interagency effort is cooperative, coordinative or collaborative. Interagency decision-making is another key factor in the development of successful interagency relationships. Characteristics of Interagency Relationships are portrayed in the chart on the next page.

In cooperative arrangements, interagency decisions are appropriately made by the single agencies. The situation is constructed such that single agency needs take priority over interagency needs. The decision to jointly sponsor a conference can be made through normal organizational decision-making processes. Individuals working on the conference are empowered to act only within the framework of decisions made within their individual agencies. In addition, little or no need for information sharing among agencies exists in order to plan and run the conference; each agency simply shares information about its own organizational needs that the conference is intended to satisfy.

Interagency decision-making in coordinative interagency efforts is a much more critical issue than it is in cooperative arrangements. In successful coordinated interagency activities, interagency decisions must be consistent with single agency decisions while interagency needs are addressed. As is the case with cooperation, the needs of the interagency effort are considered secondary to the needs of the individual agencies.

Characteristics of Interagency Relationships

CHARACTERISTICS	COOPERATION	COORDINATION	COLLABORATION
Building Trust	Minimal trust required	Trust needs to be established	Trust needs to be established and maintained
Exchange Processes	Units of exchange are clearly defined Determined on a one time only basis	Units of exchange mostly dependent on single agency needs Re-negotiated annually	Units of exchange dependent on needs of interagency unit Requires long-term commitment
Decision-Making	Decisions made unilaterally by single agencies	Decisions made by single agencies within the framework of the interagency unit	Decisions made by interagency unit using consensus building processes
Information Sharing	Focused on the specific inter-agency task; no additional information needed	Focused on information about interagency goal and facilitating coordination	Focused on information related to inter-agency goal and to contributing to the "general good"

In large part, such shared decision-making processes distinguish collaborative interagency efforts from cooperation and coordination. Without them, collaboration is not possible. Moreover, within collaborative interagency arrangements, decisions are commonly made on the basis of how best to achieve the interagency objectives. Decision-making processes that work in collaborative interagency arrangements require extensive information-sharing among the individuals involved in the collaborative effort, within single agencies, among participating agencies, and between single agencies and the collaborative. This information-sharing commonly goes beyond the needs of the interagency objective and encompasses a wide range of peripheral issues. In effect, collaborative relationships require a high degree of risk-taking on the part of individual agencies that agree to entrust the collaborative with responsibility to accomplish its interagency objectives in the best way without continuous reference to the individual agencies for direction or approval.

The success of any enterprise in which several agencies work collectively through an interagency unit to accomplish a common objective is dependent upon the development of positive relationships within the interagency unit, and between the interagency unit and the sponsoring agencies. Positive interagency relationships are developed when the interagency unit engages in a series of deliberate actions to develop interagency procedures that foster [1] resolution of conflicts, [2] the development of trust, [3] determination of acceptable benefits to be derived from involvement in the enterprise, [3] enhancement of information sharing and [4] definition of acceptable bases upon which interagency decisions will be made. These kinds of actions are often not undertaken when an interagency unit is formed; rather, the new enterprise focuses most of its energies on addressing program issues. Allowing relationships in the interagency unit to evolve in this manner is a serious source of dysfunction in interagency initiatives.

THE THREE TYPES OF INTERAGENCY EFFORTS

Little creative effort is required to plan and carry out a cooperative interagency effort such as a joint conference. Rather, it is largely an administrative process of deciding how best to meet previously established organizational needs within the budgetary and time constraints which prevail. Essentially, single agency needs are being met using a cooperative administrative process that involves sharing a specific task and the benefits which accrue from accomplishment of that task with another unit or organization. For these reasons, joint conference planning and implementation can best be done using a cooperative interagency effort. Cooperation is an important interagency arrangement that may be used quite successfully in the accomplishment of interagency objectives that require minimal amounts of interdependence.

Within the framework of coordinated interagency relationships, creative efforts are usually directed toward implementation activities; therefore, procedures for working together on a continuing basis must be established. Coordination is a formal activity requiring time, resources and commitment by all participating agencies. It takes longer to accomplish than cooperation, but has the potential to provide more benefits to the individual agencies.

Collaborative interagency efforts represent a higher degree of interdependence than coordinative and cooperative arrangements. The creative efforts of the collaborative will initially be directed toward defining the nature of the problem to be addressed, toward creating appropriate interorganizational procedures, toward establishing an effective work group in the new collaborative unit, and after that, toward developing means for accomplishing the objectives. The development of an effective policy board is also a key factor in successful collaborative units.

Cooperation, coordination and collaboration are all appropriate interagency approaches to accomplishing different kinds of interorganizational objectives. The broader and more complex the interagency objective, the more agency interdependence required. The need to develop interagency policies and new interagency structures expands as the degree of agency interdependence increases. Cooperation and coordination are dependent on single agency resource contributions; collaboration requires pooled agency resources.

The greater the degree of interdependence, the greater the need for agency representatives to demonstrate loyalty to both single agency concerns and to the interagency effort, and the more likely that procedures will need to be developed to resolve disagreements about territorial issues. Coordinative interagency efforts can be accomplished successfully using "majority rule" voting procedures for conflict resolution; collaboration requires the building of consensus in establishing agreement. All participating agencies must agree on what are legitimate interagency concerns and what are appropriate single agency responsibilities.

In cooperation and coordination, interagency decisions are made primarily by single agencies; primary authority for decision making in collaborative interagency efforts is assigned to the collaborative unit. Staff and committee members play critical roles in ensuring that a particular interagency effort works. The greater the degree of interdependence, the more need for personnel who have full time responsibility to the interagency unit, who are risk-takers, and who have the capacity to address complex interagency problems creatively. Issues related to possible role conflicts must be addressed. In collaborative interagency efforts, committee members play critical roles in balancing interagency needs with the concerns of single agency participants.

Bottom line, each type of interagency effort is potentially effective. Decisions about which type to use begin with an analysis of the interagency objective(s) to be accomplished. Organizational conditions, interagency procedures and interpersonal relationships then need to be deliberately structured to fit the nature of the interagency objective. Coordination and collaboration can not be implemented solely by signing an interagency agreement/contract. Energies need to be systematically devoted to addressing the issues described above.

While there are a number of interagency conditions and relationships that might be examined in any interagency arrangement, the preceding seven factors best discriminate between cooperative, coordinative or collaborative interagency efforts. Moreover, it is in those seven interagency features that areas of dysfunction can be identified and strategies for addressing these problems can be identified and used to improve interagency efforts. Differences in conditions that support the three types of interagency efforts are depicted in the Chart on the next page.

CONDITIONS THAT SUPPORT THE THREE TYPES OF INTERAGENCY EFFORTS

<u>Conditions</u>	<u>COOPERATION</u>	<u>COORDINATION</u>	<u>COLLABORATION</u>
OBJECTIVE	short-term; routine and focused; can be done alone or together	intermediate or long-term; complex single task; needs to be done together	long-term; complex multiple tasks; needs to be done together
POLICIES	no interagency policies required	interagency policies are compatible with single agency policies; management and decision-making policies are delineated	interagency policies are determined by the collaborative unit; some changes in agencies' policies are made; management and decision-making policies are defined
STRUCTURE	minor agency initiative; no inter-agency structure required; single function assigned to agency staff; autonomy not affected	major agency initiative; interagency unit required; staffing of interagency unit helpful; agencies maintain autonomy, while agreeing to the collective action	major agency initiative; interagency unit required; staff functions assigned to the interagency unit; agencies relinquish some autonomy to the interagency unit
PERSONNEL ROLES	task done by personnel whose primary function is to represent their individual agencies' interests and who are assigned responsibility for the interagency objective on a short-term basis	policy issues are decided by interagency committee members whose primary function is to represent their individual agencies' interests, but who also demonstrate commitment to the interagency objective	interagency task done by personnel who represent their home agency's interests but who also serve as advocates of the interagency effort; agency staff form an interagency council to insure policy authority over the interagency unit
RESOURCES	supported with discretionary funds which remain within the control of the individual agencies; provided on a one-time-only basis	supported with dedicated funds from the individual agencies that remain within the control of individual agencies; commitment to allocate resources renewed annually	supported by pooled resources that are largely within the control of the collaborative interagency unit; resources provided for an extended period of time
POWER AND INFLUENCE	locus of control rests with single agencies; disagreements about turf are not an issue	locus of control rests with single agencies; disagreements about turf issues are resolved using "majority rule" voting procedures	locus of control rests with the inter-agency unit; disagreements about turf issues are resolved using consensus building processes
INTERAGENCY RELATIONSHIPS	interagency decisions are made unilaterally by the single agencies; minimal trust is needed	interagency decisions are made within the framework of the interagency effort; trust needs to be established	interagency decisions are made by the collaborative unit; trust needs to be established initially and maintained over an extended period of time

SCHOOL PARTNERSHIPS: COLLABORATIVE INTERAGENCY EFFORTS

The focal point of the interorganizational framework described in this paper is the interagency unit. At this point in time, many interagency units have been developed by organizations involved in partnerships for school improvement. Successful operation of these interagency units requires the development of collaborative conditions to support accomplishment of this major interagency objective, because of the length of time it will take to accomplish and the complexity of the issue to be addressed. The issues that need to be addressed in such interorganizational initiatives require making modifications in the ways local agencies provide school services. Development of improved educational delivery systems requires the creation of interagency units at State and local levels that are empowered to make decisions necessary to accomplish that objective.

The first order of business for the new collaborative interagency unit is the formulation of operational policies that provide guidance for management of the interagency unit, and for formalizing relationships within the unit and with organizations throughout the state or geographic locality that are involved in the school partnership. Such policies need to delineate procedures that the interagency unit will follow in order to build and maintain positive relationships within the interagency unit and between the interagency unit and other partnership planners. Moreover, agencies that establish a collaborative interagency unit need to develop a resource pool to support the interagency unit. In addition, the interagency unit needs to address issues related to reimbursement for services provided to clients through the interagency initiative. The collaborative effort also needs staff who are primarily responsible to, and committed to the interagency unit.

Representatives of sponsoring agencies constitute a policy board that works with the interagency unit to plan and develop new and/or improved school programs and services. As the interorganizational initiative proceeds, personnel serving on the policy board encounter situations in which the needs of the interagency unit have to take precedence over the needs of their home organizations. As agencies develop confidence in the capacity of the interagency unit to accomplish its task, they will need to allow the unit the latitude to engage in activities that may not be in their immediate best interests -- with the understanding that these actions will contribute, either to agencies' longer term interests and/or to enhancing the "general good", that is creating an improved educational service delivery system.

Provision of such latitude can only occur when a high level of trust has been developed among members of the partnership policy board and its sponsoring agencies. Building a high level of trust is influenced by the kinds of procedures that the interagency unit establishes to facilitate positive relationships.

Extensive information-sharing, development of acceptable units of exchange and making decisions on the basis of consensus are the three processes that are most likely to establish a high level of trust in the interagency unit. Initially, the collaborative unit must devote as much time to establishing these procedures that lead to trust and foster positive relationships as it does to developing strategies for responding to the need for major school improvement.

CONCLUSION

Finally, organizations involved in school partnerships are more likely to succeed when the organizational conditions that are established approximate the characteristics of collaborative interagency efforts. In collaborative enterprises,

- o single agency/partner resources and/or expertise are, or are perceived to be, adequate to address the complex needs of a client or program;

- o partners assume mutual responsibility for developing and improving intended programs and services;

- o partners transform their collective activities from initial interpersonal relationships to the development of facilitative organizational structures within which partnership planning and development can occur;

- o the type of interorganizational structure established is suitable to the proposed collective outcome;

- o organizations devote time and energy to both program development issues and to establishing and maintaining positive relationships among partners; and

- o periodic assessments of the effectiveness of partnership arrangements are conducted and mid-course corrections are undertaken.